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Ministry of Natural Resources

STRATEGIC PLANNING

ISSUES, ASSUMPTIONS AND STRATEGIES

1986



Ontario

Ministry of
Natural
Resources

Hon. Vincent G. Kerrio
Minister

Mary Mogford
Deputy Minister



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INTRODUCTION

The Ministry of Natural Resources has had a commitment to strategic planning for a number of years. The strategic planning process has been evolving over that time and will continue to change and improve.

PURPOSE:

The purpose of strategic planning is two-fold. One purpose is to assess the longer term trends and conditions of the larger environment to be able to focus on the issues that confront the Ministry in the three to five year horizon, and to provide us with an opportunity to evaluate our current directions in light of those issues.

The other purpose is to generate more proactive or strategic thinking, about the long range issues and how to deal with them, and thereby reduce the necessity of reacting to situations as they arise.

Managers at all levels within the Ministry should find the content of this strategic planning paper useful for a variety of purposes, including the preparation of policies, priority guidelines and work plans.

PROCESS:

Over the past year and a half, a consultant has reviewed the Ministry strategic planning effort of the past and recommended some changes. The two major changes recommended by the consultant were to incorporate more "environmental scanning" - a harder look at the broader context in which we make our decisions, and secondly to involve a broader cross-section of ministry management.

In addition to a thorough review of the strategic directions in this paper in December, 1985, by Policy Committee, a broader spectrum of Ministry management has discussed the questions, issues and possible strategies than on previous occasions. The focus of the final document has benefitted greatly from these discussions, particularly at the Northern and Southern Committees.

CONTENT:

This strategic planning document explores more fully than previously the external conditions and frankly defines the issues from a perspective that looks outward. This process should assist all staff in seeing the issues as the public, as industry or as government sees them, not just as MNR sees them.

For each condition (e.g., GLOBALIZING OF THE ECONOMY) there is a description of the trends and assumptions for the near and long-term future.

Following from this broad perspective of the condition, the issues have been concisely defined to focus on the impact of the general condition on the Ministry of Natural Resources.

The strategies for addressing each of the issues are generally expressed as mid to long term, but in some instances are being developed or are current.

In many respects the issues raise more questions than there are strategies for, and many are possible rather than actual strategies.

GLOBALIZING OF THE ECONOMY

Ontario industry is competing in exports on a global basis, against materials and products from places where there are fewer or no constraints - e.g., favourable climate, cheap labour, low environmental standards. Shifts in production, especially in some traditional industries, to less developed countries have been and will likely continue to occur at a fairly fast pace.

Ontario resource exports, such as tourism, commercial fish, commercial fur and especially pulp and paper, are facing increasing world competition as new producers enter the market and as international exchange rates have favoured producers from other countries. Many of them have climatic, currency or labour advantages. Canadian newsprint producers face stiff competition from new American mills with faster production.

The General Agreement on Tariffs and Trade (GATT) talks continue to stress trade liberalization. But it can be assumed that in Ontario's major trading partner, the United States, non-tariff barriers, and the strong mood of protectionism will continue for some years.

Canada/US free trade, the benefits and vulnerability, is likely to dominate discussions of national and provincial trade for the rest of the 1980's.

The sense of sovereignty over resources and culture is also strong in Canada (viz. the reaction to U.S. polar navigation). Ontario's mood of sovereignty extends to natural resources - such as the opposition of export of water to the U.S. Trade of water has been regarded in Ontario as non-negotiable.

Currency relationships will be critical to determining our export share in the near future; another round of inflationary interest rates would spell serious trouble for some of resource industries that have scarcely recovered from the last bout.

ISSUES

A. Exports of resource products

How can exports of resource products, both traditional and resource-based tourism be maintained or expanded?

B. Free trade with the U.S.

How should the province react over the long term to mounting pressure to use water as a trade good, in return for tariff / non-tariff concessions or as countertrade (exchange in trade value)?

Will access to U.S. markets for resource products be jeopardized in future trade arrangements?

Will policies for residency requirements, differential fee structures for access to Crown resources by non-residents, or any other resources policy or fee/licence structure that is perceived to be subsidization, be affected by free trade negotiations?

C. Modifying fluctuations in the resource industries.

Fluctuations in currencies or increases in interest rates could sink a good many sawmills or logging operations run by small independents, operating on borrowed money in northern Ontario.

POSSIBLE STRATEGIES

A. Improving exports:

A1. Define the contributions MNR can make to place more emphasis into specialty or high value-added products required for export, and specialty outdoor tourism products.

A2. Seek opportunities for exports of forestry expertise, machinery and technology. (The Widman report "Markets 85-88" identifies significant opportunities in China). Clarify MNR's role in the development of export products and markets.

A3. Emphasize regeneration of tree species that will provide the forest industry with a competitive advantage in international markets.

A4. Avoid placing unnecessary regulatory and fiscal constraints (e.g., charges, assessments) on industry, so it can compete internationally.

B. Coming to grips with the free trade issue

B1. Develop a sector position, now, (together with MITT and MTE), on the benefits and liabilities of free trade, along with recommendations for negotiating stances to maximize benefits to and minimize vulnerability of resource industries. Develop long-term strategies in the context of the report of the Select Committee on Economic Affairs. The recommendations in the interim report chart the way for a sectoral position paper. (For example, the Committee states its belief that a comprehensive bilateral free trade agreement with the U.S. will not be the goal of free trade discussions).

B2. Establish a greater Ontario presence on the International Joint Commission (IJC) and various boards - e.g., Lake Superior Board of Control; strengthen alliances with the Great Lakes States sharing

common interests with Ontario.

B3. Continue and reinforce a strong political initiative on the water export issue.

B4. Develop strong legal arguments to substantiate claims to sovereignty over water resources.

B5. Develop contingency plans and actions especially a communications strategy that could be taken if duties become imminent or are implemented.

C. Modifying fluctuations

Ensure special employment programs are ready for quick implementation to ease local employment problems when economic downturns occur and outside sources of funds become available.

ADJUSTING TO POST-INDUSTRIAL AND INFORMATION SOCIETY

Agriculture, forestry, mining and manufacturing have formed the traditional basis for provincial economic development and growth. However, a majority of Ontario's labour force is now employed in the service and information sectors. A major portion of the value of our gross provincial product results from services: teaching, health care, law, accountancy, research, consulting, culture, tourism and hospitality, travel, community service and government, plus the creation, distribution and application of information.

Since 1960, labour forces in all primary industries have declined for two main reasons. First, the world economy has become more global, and companies have been moving where costs of production are lower.

Secondly, to compete internationally, companies have been modernizing production processes. This capitalization often replaces jobs.

Economic development in a post-industrial economy, however, involves both capitalization and job creation.

Increasingly, manufacturing is facing the same trend of slowing growth as primary industry. But service and information sector jobs show the opposite trend - 2 of every 3 jobs in these sectors did not exist in 1960.

For example, the tourism and hospitality industries are the fastest growing in the world. They are labour intensive but prone to seasonality and lower wage scales. For these and other reasons, tourism enhancement will not be a complete panacea for the downsizing of the labour force in the traditional industry in northern Ontario.

Information is supplanting land, resources, labour and energy as the strategic or critical input to the economy of the 1980's and 1990's. The major "product" of government is becoming service and information, not programs and operations.

From the opposite perspective, there is also an increasing trend for goods to be produced to support services or information.

ISSUES

A. Economic health of traditional resource industries.

How can MNR establish an environment in which traditional resource industries can flourish? What are the future markets for traditional resource products?

How can the province ensure that it has an economic supply of raw resources in the long run and efficient production and manufacturing facilities in resource industries? Will forestry, commercial fish, commercial fur become, or be viewed as, sunset primary industries?

What is the future of hardwood production in southern Ontario?

What is the general role of MNR in the development or incentive for competitiveness of (new) resource products?

What are the regional impacts on natural resources where a downsizing of the labour force (and less disposable income) in industry is occurring?

What is the anticipated impact on aggregates of localized growth spots on one hand versus an overall stagnant industry on the other, where the key cost is transportation, and where expanding urbanization over prime sites sterilizes the resource in particular areas?

B. The role of MNR in and strength of commitment to information/services products - their development, transfer, and export

What are the current and potential information exports and how can they be improved/ increased?

What should be the Ministry's strength of commitment to some resource-based, high-technology information services? World class or not?

What is the role of MNR as information broker in a) resource allocation, 2) resource planning and management? Is managing information about resources likely to become the key Ministry function over the next ten years, largely supplanting the current emphasis on doing resource management through programs and operations?

C. Natural resources as a vehicle for increased benefits and jobs in the tourism industry.

What is the appropriate level of tourism development in association with provincial parks? conservation authorities? Where are the firm opportunities for job creation?

How can all resource planning, especially timber management planning, be made compatible with tourism values?

To what extent should investment in wildlife, fisheries and park management be focused where tourism potential is highest?

CURRENT AND POSSIBLE STRATEGIES

A. Ensuring the economic health of traditional resource industries.

A1. Increase the dialogue with affected industries to get a real understanding and better information of a) what the impacts of the larger environmental and regulatory constraints are, b) their severity, and c) possible measures to alleviate them. What do they see as their future especially in Northern Ontario? Concentrate MNR strategies on those industries or segments that have the capability and flexibility to survive. In forestry, there has been a tendency in government of supporting the big plant (e.g. two or three big mills per decade). To make better use of smaller quantities for higher value added, a possible shift toward more, smaller, dispersed facilities may be warranted.

A2. Focus natural resource development in areas that hold the best potential for future high value and competitive advantage, in terms of the worth of the end product and in terms of producing the most competitive product under the most productive and economic conditions/ sites. As per A1 above, tap into industry (market) outlooks for the future for MNR to produce products that will be needed. In forestry, for example, this requires growing wood with long term flexibility for end use. It also means planning the new forest to come on stream. In aggregate resources it means monitoring product substitution and regional growth zones.

A3. Provide incentives to encourage the highest possible levels of local and secondary processing.

A4. Promote the introduction of new efficiency technology either in the use of wood fibre or energy, such as continue support for mill modernization, chemi-thermo-mechanical pulping, and new low-head hydro.

A5. Undertake more intensive protection of the high value growing timber stock and tourism assets from fire, disease and infestation.

A6. Help increase the scope of industry and generation of employment through encouraging the accent on new products, new technology (e.g., of bonding fibres, new silvicultural and genetic engineering).

A7. Assess the regional impact of less disposable income and higher unemployment on MNR programs; e.g., changes in use of parks, increased poaching for food, increased demands for fuelwood, increase utilization of commercial fishing, decreased demand for aggregates.

B. Commitment to information and services products

B1. Improve our management of resource information to enable others, (e.g., in the private sector and volunteer groups) to carry out programs and operations.

B2. Reduce reliance on importation of technological innovations; increase research and development, actively select where we are determined to be on the leading edge, and develop markets or exports for management techniques, e.g., improved seed and accelerated growth techniques for stock production, silvicultural equipment development, stand conversion, tending, soil productivity.

B3. Increase commitment to information systems and information management. The integrated land-related system is a high value-added and very mobile (transferable and saleable) service that supports many decisions on the allocation of resource benefits. Marketing of our data products and processes may be a key strategy (to emulate the successful export of Ontario's fire detection and suppression system).

C. Vehicle for increased benefits and jobs from tourism

C1. Clarify MNR's role in tourism through policy development and identify in consultation with MTR clearly where the job potential exists. Identify the role of Conservation Authorities and tourism corridors in policy.

C2. Develop new employment opportunities through excellence in outdoor recreation - high quality, accessible and specialized - for identified tourism markets through management of fisheries, wildlife, parks and forests. Use provincial parks as a vehicle for job creation in associated amenities and services.

C3. Change our direction by increasing those services in parks that draw and keep tourists, (alternative accommodation, 'comfort' services).

C4. Develop management plans to enhance tourism attractiveness of the sport fishery and wildlife.

FISCAL RESPONSIBILITY AND VALUE FOR MONEY

As a result of high public expectations for government expenditures since the 1960's, and the difficulty in maintaining revenues with depressed or slowly recovering economies, many governments have been incurring increasing debts.

There has been for some time in Ontario the realization that fiscal restraint must be exercised to reduce deficits and repay the debts, so that funding will continue to be available for needed programs. In particular, the government is committed to fulfilling its programs "within a framework of fiscal responsibility".

Not only is emphasis on fiscal restraint increasing, there are also growing pressures from the public to ensure 'value for money' is obtained from government expenditures, and the Provincial Auditor in Ontario has the mandate for 'value for money' auditing.

There are demands for greater disclosure and public scrutiny of government books, and for more accountability for government actions. This is recognized by the new administration in their commitment to more openness.

ISSUES

MNR must share the responsibility for exercising restraint and ensuring that our programs are effective so that value for money is obtained. We must also assist in reducing the deficit by maximizing revenues related to our mandate, where appropriate.

Accountability must be maintained, and our business must be carried out in an open manner.

POSSIBLE STRATEGIES

Review programs on an ongoing basis to ensure that objectives remain relevant to mandate.

Measure the results achieved from our programs to ensure that they are meeting their objectives.

Ensure that systems for setting priorities are in place and are used, so that the maximum value overall can be obtained from our expenditures.

Continue to emphasize integrated resource management in order to make optimum use of the land base and of our human and fiscal resources.

Use every opportunity to improve productivity and to be more efficient and economical in the use of our resources.

Be alert and flexible in identifying possible sources of funds or other assistance from outside MNR, and be assertive in seeking such assistance.

Increase the sharing of the responsibility and costs of managing natural resources among the beneficiaries, wherever possible and appropriate, and examine where MNR's role should be one of leadership and facilitator rather than doer.

Work with other ministries and agencies to ensure that duplication of effort is minimized and that the maximum benefit is obtained from the combined resources in areas of shared interest.

Ensure that accountability is clearly defined and understood at all levels within MNR, and that systems are in place to maintain this accountability.

Regularly review and update fees for use of natural resources and introduce new non-tax revenue initiatives where feasible.

QUALITY OF THE ENVIRONMENT

The Ontario public has a strong concern about environmental quality; this includes a continued, heightened public awareness of environmental hazards. There is a widespread anxiety about toxins and their (combined) effect on the health of not just people, but the whole environment. An increasing proportion of the Ontario public is recognizing that most of the resource and environment issues are largely inter-connected and even global in nature.

Accounting for other users and concerns about environmental quality in resource allocation is creating increased uncertainty and time delays in industry decisions about investments. Sympathy with maintaining a good environment can turn to antipathy for resource development with the growing difficulty of getting a decision. (e.g. Taro Properties)

The conservation movement (wise use and management of resources) is undergoing pressure to become a preservation movement (preservation of the natural environment for its own sake). This is being generalized into a sentiment of anti-extraction, and anti-consumption of resources. Two trends are evident:

- a. the resource extraction industries are being polarized to the opposite position by having to compete in a global economy. The Macdonald Royal Commission findings reflect both the growing emphasis on environmental concerns and sustaining economic development in the face of them.
- b. a growing percentage of the population thinks that "conservation" (as in Conservation Authorities) means preservation, not management (e.g., Backus Woods).

The sophistication of the environmental interest groups in exerting political and legal pressure has been growing. The groups are able to command a growing proportion of media exposure. There is some growing militancy from environmental extremists and in the area of animal rights.

Publicly growing philosophies/awareness of environmental issues will either converge with or diverge from the philosophies of planning and managing natural resources for long-term, sustained development. Either convergence or divergence may be expected depending upon how individual issues are managed, upon how rigid groups become, and how much emphasis is placed on meeting objectives hastily rather than steadily.

ISSUES

A. The fit between environmental quality and economic development.

How can social concerns for the quality of the environment be addressed while still facilitating needed resource-based economic activity?

How can MNR contribute to stabilizing the ground rules upon which industry's decisions are made?

How can the inherent conflict be minimized between maintaining the quality of the environment and the issues under GLOBAL ECONOMY and ADJUSTING TO POST-INDUSTRIAL SOCIETY regarding industry's ability to keep costs of production down and remain competitive?

What actions need to be taken for those MNR programs that are not aligned with public perception of a quality environment (e.g., aggregate extraction near urban areas)?

B. Protection of the natural environment.

Habitat protection: potential threats to fish and wildlife habitat come from various resource industries striving for efficiency, and from private land owners and developers who want shoreline improvements.

Now that wetlands have been inventoried, what happens next? Can an effective and credible program be developed to protect them?

What further reductions or losses in efficiency in managing natural resources lie ahead, arising from environmental protectionism, such as the restriction of chemical applications. What are the social and economic trade-offs of losing more tools? How can MNR make the public better understand the trade-offs?

Should there be any changes to the policies of using other management tools; such as controlled hunts, where the activity, in this case recreational hunting, is being increasingly questioned as legitimate, especially in urbanized southern Ontario?

What is the long term strategy for fur trade, trapping, reduction of predators, and trade in live animals that are also under attack?

C. Protection of people or assets.

The government is facing demands for protection of lives and assets from the environment through control and management of natural forces, e.g., flooding, erosion, fire. Are the existing policies most appropriate, or should they change?

POSSIBLE STRATEGIES

A. Fitting environmental quality with economic development.

A1. Pursue integrated resource management as a basic strategy of MNR to address a number of issues. Methods and contents of communication and education for the public must be significantly expanded, and re-oriented from the traditional message of "conservation versus non-conservation" to "conservation versus preservation".

Encourage other ministries such as Ministry of Agriculture and Food, MTR and MND & M to adopt the philosophy of integrated resource management.

A2. Clarify/ define the decision points from the resource user's perspective. Determine where decisions are going to face difficulty and identify to resource users that they must develop a strategy for dealing with the changing 'rules of the game'. Illustrate successes.

A3. Have various competing interests resolve conflicts among themselves with MNR as a facilitator. Around a table the "differences" are not as large as they loom; do this before positions become hardened.

B. Protecting the environment.

B1. Seriously evaluate what resource management tools that, in the public's eye, conflict with protection of the environment or people and may be "lost" from our ability to use in the future, such as rabies vaccine. Find alternative methods or communicate early that policies (e.g., sensitive use of sprays) have been developed and are being applied.

B2. Complete fisheries management plans, and integration of fish habitat requirements into timber or other management plans. Complete wetlands policy development.

B3. Focus more emphasis on non-consumptive use of wildlife resources with greater attention to accessible viewing and interpretive opportunities.

B4. Develop a public education / communication effort to counter popular myths (e.g., in wildlife and forestry).

C. Protecting people or assets.

C1. Clarify responsibilities for shoreline management/ erosion. Decide to what extent MNR is /should be in the business of securing assets against risk, other than on the basis of a declared emergency/ disaster where loss of life may be involved.

EQUALITY OF OPPORTUNITY

Equality of opportunity refers to equality rights in the Canadian Charter of Rights and Freedoms, the entrenchment of other rights in the Charter (e.g. aboriginal rights), as well as Provincial legislation such as the Family Law Reform Act, the proposed legislation for equal pay for work of equal value, etc.

The groups of society identified as requiring equality of opportunity are women, handicapped, elderly, aboriginal people and francophones. Also see DEMOGRAPHICS. The concept of "affirmative action" is broadening out to "employment equity".

In addition to the policy changes being currently debated, such as the provision of french language service, some of the changes for equality of opportunity are being decided in court of law. Legal decisions will have to be watched for implications on Ministry legislation and human resource planning. A general escalation of litigation based on the Charter is occurring.

ISSUES

A. Special Groups

Native groups want greater control of resources that are owned by the Crown, and historically have been allocated by the government for the benefit of all the people of Ontario.

Experience has indicated that, in some cases, native people may not utilize resource to best economic advantage, or conserve the resource base, when allocations are made to them.

Equality of opportunity to services may mean equal access to all services such as forest fire protection in the far north regardless of costs.

From the public's perspective, the allocation of resource benefits must be done fairly, and negative reaction of 'general public' can result from perceived discrimination in favour of special groups.

B. Corporate culture

How can modifications in hiring, etc., be made to increase employment opportunities for special groups in MNR without an adverse effect on staff morale? This can occur if members of special groups appear to be favoured in hiring, promotion, career development, etc.

POSSIBLE STRATEGIES

A. Special Groups

Opportunity for access to resources.

A1. Take a positive and proactive approach to resolution of native resource and land claims. Attempt to resolve native issues outside of court.

A2. Enter into access to resources agreements with native people for economic development purposes; do so in an open manner; respect the rights of other resource users; ensure protection of the resource base.

A3. Assess what fire protection is needed in the far north; protection could include training local groups for fire protection, reducing the hazard of fire and modifying the fuel.

Opportunity for access to employment

A4. (External) - Encourage native people to organize and bid for contracts and encourage developments such as nurseries run by bands on reserves or native business coalitions.

B. Corporate

B1. Meet the various affirmative action targets, and equal pay for equal work, by keeping human resource planning up to date with quickly changing trends and obligations. Strive to increase the number of women in management, law enforcement activities and in areas involving new technologies.

B2. Try to incorporate proportional representation of special groups in our service by area. Develop special native employment programs within MNR.

B3. Gear internal communications to avoid criticism of "reverse discrimination". Reinforce the message that equality of opportunity does not mean equal rewards.

OPEN GOVERNMENT

This condition relates to ADJUSTING TO POST-INDUSTRIAL SOCIETY.

People whose lives are affected by a decision are demanding to be a part of the process of arriving at that decision and want proof that their opinion was accounted for. This is not just public consultation, but refers to a new generation of aggressive, educated interventionists, who demand the technical data and reports regarding decisions.

Some groups seem unwilling to compromise on resource management issues, and this is becoming an increasing component of openness in decision-making.

Public trust in government activities and resource allocations depends upon openness, distribution of information, and perception that client and general public views have been used and weighed in the decision process. A higher proportion of issues and formerly routine decisions are being 'bumped up' to a higher decision-making body, judicial or semi-judicial.

We are entering an era where in some cases our clients and the people we are listening to may know as much or more about a subject than we do. With highly informed lay people there is a commensurate decrease in trust of "experts".

A tendency is to the convergence of planning and management - master plans (any plan that is static for more than a few years) are less and less applicable with political balances and planning criteria changing so fast. A shift has occurred to having iterations of short operating plans to keep flexibility. Rapid change in computer and communications technology greatly increases our ability to provide the information required for open government and public participation in the decision-making process. Good management of information is a necessity.

Upon proclamation of Bill 34, Freedom of Information Act, an enormous amount of information will be available to the public. An unheralded political dilemma of open government has arisen at least at the federal level, that is two fold: first, once the public has information, there is the expectation of appropriate action; secondly, the 'issue' can then become, who in government knew how much, at what stage, and didn't act!

ISSUES

A. Public trust

How to rebuild public trust in resource allocation and

management decisions?

The credibility of our ability to manage resources/ to allocate resources is being challenged at many turns. MNR is likely to retain its role as manager. However, decisions on the allocation of resource benefits may more frequently be made at the political level, by other arms of government or the judiciary.

The credibility of our inventories and other types of data as the bases for resource allocation decisions is being challenged. Withholding information has only served to increase suspicions that MNR practices are wrong.

B. Listening more effectively

How to have our managers and professional staff listen more effectively and without being affronted that judgements are being challenged? In many areas MNR staff do have a better appreciation of complex resource topics than the public or interest groups, but we have not been effective at educating, informing others of this appreciation, and clarifying misunderstandings.

C. Time and cost of open government

How can resource managers and resource users come to grips with the increasing direct and indirect costs of public consultation, education, semi-/legal processes, and so forth? These costs include time delays in making decisions, overturning of decisions, public confusion resulting from so many hearings, open houses, public forums, etc.

D. Expectations for action

How to deal with expectations for action or policy once we know, and let others know or have information?

POSSIBLE STRATEGIES

A. Public Trust:

A1. There appears to be a renewed opportunity, even an obligation, for the civil service to develop more, broader policy options. Our experts will have to earn credibility with the public through the ability to balance opinions, present a full range of true options, be explicit as to how a decision will be made when starting the open process, and implement decisions well.

On the other hand staff need to know and understand why decisions are made and that decisions are not made by plebiscite.

A2. Make resource information easily accessible and understandable to the public. Clean up public (and internal) confusion over the data being used as the bases for allocation and management decisions. In some areas, new or improved data or knowledge needs to be acquired; in others, coordination of existing data is needed.

B. Listening more effectively.

Achieving compromises of affected clients is a major challenge to integrated resource management. Involvement of all managers is needed; train managers and professional staff to maintain a broad perspective when making decisions. Listening better may alleviate the tendency to have planning and management decisions 'bumped up'. We have to be prepared to recognize that some members of our audience may know as much or more about a subject as professional staff do.

Training is needed in sophisticated communication skills, marketing, conflict resolution; how to get public involvement effectively, how to analyse it, and how to use it.

D. Expectations for action.

Train supervisory and lower management to deal effectively with contentious issues. More staff will need training in media relations, as well as those skills listed in 'B' (above).

EXCELLENCE IN EDUCATION

Currently 34% of all Canadians have post-secondary education; by the end of the century it is expected to be 50%. There is also a strong trend toward life-long education, with larger proportions of the mature population engaging in professional, academic and skills development courses, and retraining themselves throughout life.

Education of the general public, both in and out of the formal education system, has tended to emphasize social (policy) principles rather than resource (policy) principles, leading to a trend towards the opinion that many resource management decisions are only a matter of social policy.

The increased general level of education has bred a new generation of informed public who demand information and technical data regarding decisions. Trust in government activities and resource management decisions increasingly depends upon broadening the public education and understanding of complex relationships in the natural environment.

What appear to the residents of urbanized southern Ontario as being environmental issues, such as the perceived denuding of forested areas, are matters of economic livelihood for residents of northern/rural areas.

The development and transfer of technological excellence for use and application in industry, is also critical for continued competitiveness of resource products in the future.

ISSUES

A. Understanding resource management decisions

There is an expectation among the educated public that high quality and reliable information will be readily available in order to understand and evaluate resource management decisions. Together with this is a need to increase the broad public's ability to understand the factors and principles that must be taken into account in arriving at the resource allocation and management decisions that provide the jobs and social amenities society has come to expect.

How can a balance be struck, through education or public relations, between what are regarded as environmental concerns in urbanized areas, versus livelihood concerns in northern Ontario?

B. Centres of excellence

There is a need to increase the level of excellence in resource management education.

Better mechanisms are required to transfer existing and new technological or product advances to enhance the competitiveness of our resource industries.

POSSIBLE BROAD STRATEGIES

A. Understanding resource management decisions

A1. Formalize public involvement in resource planning and make technical information much more understandable, credible and reliable than previously. Undertake planning in such a way as to greatly increase the public's understanding of 'why and how' of resource management.

A2. Develop a broader base of understanding a) among the public, and b) broader formal curricula, of the principles of resources management and the complexity of the relationships among various resources. The principles of fish, forest, wildlife and water management in particular require a comprehensive, long-term extension program that focuses on social, environmental and economic benefits of resource development. Get MNR (resources) into the schools along with higher general knowledge of the environment around us.

B. Developing excellence

B1. Develop focal points for concentrating academic talent and specializing high-quality research and educational excellence in resource sciences. These would be academic centres or institutes of excellence developed from among the existing academic departments to concentrate excellence in a designated resource field or combination (forestry, fisheries, wildlife, water, remote sensing).

Advisory committees may be used as an added measure of peer review to monitor the excellence and relevance of research.

B2. Develop technological transfer units to enable the Ministry of Natural Resources to apply research and transfer technology to the Ministry programs and to industry in order that it will remain competitive over the longer term.

B3. Increase opportunities for the 'life-long' training of scientists and professionals within the civil service to keep abilities up-to-date with rapid technological change in resource sciences.

IMPACT OF DEMOGRAPHIC CHANGES ON THE ONTARIO SOCIAL SYSTEM

The demographic variables under consideration are age and sex, fertility and mortality, migration, cultural groups (ethnicity), religion, education levels, household size and population totals.

The main effect of demographic variables on the activities of the Ministry of Natural Resources is in the outdoor recreation programs - provincial parks (camping and day-use), sport fishing and wildlife activities.

There is a decline in family size, increasing urbanization, increased participation of women in decision-making, growing requirements of ethnic groups, and a minimal "echo boom" (a subsequent rise in births to the post-war generation)

ISSUES

A. Have outdoor recreation opportunities been geared to the special groups in society - seniors, singles, women, ethnic groups? Should provincial parks be more geared to serving the broad and changing tastes of the Ontario public?

B. Do pricing and fee policies need review to reflect changing demographics and to maintain revenues? The effect of the age profile on revenues of discounted or free access to recreation by elderly will escalate. Price structures affected by individuals versus families may also need reconsideration.

POSSIBLE STRATEGIES

A. Gearing outdoor recreation opportunities to changing society

Readjustment in the type of outdoor recreation opportunities / facilities and activities may be required.

Parks: Diversify the types of recreational activities offered or permitted in Provincial parks. Parks opportunities now geared to family activities may need changes to the activities wanted by elderly, or singles, to correspond with demographic shifts.

Distinguish and market parks on the basis of activities or activity clusters, as well as on the basis of natural amenities. Individual parks (and the management of them) may be dedicated to particular uses/user groups.

B. Readjust pricing policies where significant losses of revenues are anticipated. Undertake such adjustments before it becomes more difficult to do so.

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